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ADMINISTRATIVE AND BUDGETARY MATTERS

Medium-term plan for the period 1998-2001: Programme 17: International drug control

Note by the Executive Director

Summary

The General Assembly has authorized a new format for the medium-term plan of the United Nations with the goal of producing a more concise, action-oriented document focusing on the future role of the Organization and the results to be accomplished. It has also emphasized the importance of the review by intergovernmental bodies of relevant portions of the medium-term plan. The Executive Director has prepared a draft of the programme on international drug control covering the period 1998-2001. That draft is annexed to the present note. The Commission may wish to review the draft and comment thereon. The Secretariat would then transmit the views of the Commission on the draft medium-term plan to the Committee for Programme and Coordination and to the Advisory Committee on Administrative and Budgetary Questions before consideration of the draft by those bodies and its subsequent submission to the Economic and Social Council and to the Assembly.

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1. The medium-term plan of the United Nations is the principal policy directive for the Organization and serves as the framework for the formulation of biennial programme budgets. In response to General Assembly resolutions 47/214 of 23 December 1992 and 48/218 of 23 December 1993, the Secretary-General submitted a prototype of a new format and guidelines for the medium-term plan (A/49/301), calling for a shorter, more results-oriented document covering a four-year period. The new format is a significant departure from the current one, and is part of the overall approach adopted by the Secretary-General to foster more unity of purpose and to establish clearer lines of responsibility and greater managerial accountability within the Organization. The General Assembly, in its resolution 47/214, emphasized the importance of the involvement of intergovernmental bodies in that process, and called upon them to ensure their active participation in the review of the medium-term plan. The new format and guidelines were subsequently authorized by the General Assembly at its fiftieth session (A/50/795, paragraph 5(a)).

2. Under the new format and guidelines, the number of programmes is reduced from 45 to 24, with international drug control retained as a separate programme. The period covered by the plan is reduced from six to four years; the next medium-term plan will cover the period 1998-2001. Each programme - including the programme on international drug control - is to be composed of fewer subprogrammes. Subprogrammes should be structured by objectives, specifying what the United Nations intends to accomplish during the period of the plan. Those objectives are to be derived from the various mandates of the Organization in the field covered. The objectives will provide the basis for proposing activities and resource requirements in the biennial programme budgets for 1998-1999 and for 2000-2001.

3. The Secretary General decided that preparation of the new plan using the new format would begin in 1995. The Executive Director of the United Nations International Drug Control Programme (UNDCP) prepared a draft of the part of the plan dealing with international drug control and submitted it to the Controller by 30 November 1995 as required. The draft, entitled "Medium-term plan for the period 1998-2001: Programme 17: International drug control", is annexed to the present note. A perspective on the objectives of the consolidated medium-term plan is being prepared by the Office of Programme Planning, Budget and Accounts, using inputs from UNDCP and other substantive offices, and is to be included in its introductory part.

4. The subprogramme structure within programme 17 was inspired by, *inter alia*, the Comprehensive Multidisciplinary Outline of Future Activities in Drug Abuse Control adopted by the International Conference on Drug Abuse and Illicit Trafficking[1] and the Global Programme of Action adopted by the General Assembly at its seventeenth special session,[2] and reflects the main substantive areas of work of UNDCP. Programme 17 contains five subprogrammes: policy development and coordination; control of licit supply of narcotic drugs, psychotropic substances and precursors; prevention and reduction of drug abuse; elimination of illicit crops; and suppression of illicit drug trafficking. Within each of those subprogrammes, from three to six specific objectives have been identified, together with an indication of how UNDCP intends to pursue each of them.

5. Preparation of the medium-term plan has involved a critical reappraisal of the following matters: how UNDCP should implement its mandate in the light of the international situation with regard to drug abuse and illicit trafficking; countermeasures planned and undertaken by Governments and international bodies; and the comparative advantage of UNDCP in relation to available resources.

6. The Executive Director intends to use the medium-term plan as a point of reference for the work of UNDCP, both within UNDCP and as an interface with the Commission.

7. The Commission may wish to take note of the draft medium-term plan for the period 1998-2001, programme 17, relating to international drug control, and comment thereon. The views of the Commission

will be forwarded by the Secretariat to the Committee for Programme and Coordination and to the Advisory Committee on Administrative and Budgetary Questions, which will examine the entire plan prior to its submission to the Economic and Social Council in July 1996 and to the General Assembly in December 1996.

Notes

[1]See *Report of the International Conference on Drug Abuse and Illicit Trafficking, Vienna, 17-26 June 1987* (United Nations publication, Sales No. E.87.I.18), chap. I, sect. A.

[2]See resolution S-17/2, annex.

Annex

DRAFT MEDIUM-TERM PLAN FOR THE PERIOD 1998-2001: PROGRAMME 17: INTERNATIONAL DRUG CONTROL*

1. Concerted international action in the fight against drug abuse and illicit trafficking is anchored in the consensus of the international community embodied in the Single Convention on Narcotic Drugs, 1961 and its protocol of 1972, the 1971 Convention on Psychotropic Substances and the 1988 United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances. Under the drug control system of which the conventions are an essential part, the Commission on Narcotic Drugs is the main intergovernmental policy-making body in drug control. It also acts as the governing body of the United Nations International Drug Control Programme (UNDCP). The International Narcotics Control Board (INCB) oversees compliance by governments with their obligations under the conventions. UNDCP supports the work of the Commission and INCB and provides assistance to governments to enhance the impact of drug control efforts. The mandate of UNDCP is contained in the drug control conventions, the 1987 Comprehensive Multidisciplinary Outline of Future Activities in Drug Abuse Control adopted by the International Conference on Drug Abuse and Illicit Trafficking and resolutions of the Commission, the Economic and Social Council (ECOSOC) and the General Assembly, particularly General Assembly resolution S-17/2 of 23 February 1990 adopting the Global Programme of Action and resolutions 45/179 of 21 December 1990 and 47/100 of 16 December 1992.

2. During the period covered by the present Medium-term Plan, priority will be given to the development and maintenance of international norms and standards for drug control, particularly through the provision of support to the Commission and INCB. Further, UNDCP, as the main focus for concerted international action in the fight against drug abuse and illicit trafficking, will strive to increase the effectiveness of international drug control by monitoring, promoting and coordinating international drug control efforts. It will ensure harmonized action by United Nations system agencies and programmes, promote cooperation with other concerned international organizations and facilitate dialogue and cooperation among governments at the subregional, regional and global levels. Priorities will include the establishment of information networks as well as gathering, analyzing and disseminating information and knowledge in order to support the development of international drug control policy and to identify, and promote, the use of proven drug control measures.

3. Drawing from the Fund of UNDCP, technical advice and assistance will be provided to governments in support of a balanced approach to drug abuse control targeting both illicit supply and demand. Support will concentrate on development of national and regional capacity to elaborate effective drug control policies and plans and on strengthening institutions responsible to implement them. Priority attention will be given to those countries with a significant drug problem which lack sufficient national capacity to respond effectively to the threats posed by drugs.

4. The efforts of UNDCP are expected to result in greater consensus among States on strategies to fight drug abuse and trafficking at the global, regional and subregional levels as well as in wider accession to, and improved implementation of, the drug control treaties. Networks to share information and knowledge on drug abuse and proven intervention methodologies will be established, and governments will be provided better information on trends and effective drug control strategies, techniques and countermeasures. The ability of governments to tackle both illicit supply and demand will be reinforced.

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Subprogramme 1: Policy development and coordination

5. International drug control efforts are based for a large part on action by the policy-making bodies of the United Nations: the Commission on Narcotic Drugs, ECOSOC and the General Assembly. *The first objective of the subprogramme is to ensure the proper functioning of the United Nations bodies responsible for making international drug control policy through the provision of support to them, to their subsidiary bodies and to intergovernmental conferences dealing with international drug control.* Each of these bodies will be provided with the required secretariat services, including, in particular, organizational and administrative support for the Commission, as well as all support mandated by the international drug control conventions. In addition, matters of importance will be identified and brought to their attention, activities mandated by them will be carried out, and follow-up will be directly pursued and monitored.

6. Another cornerstone of the international drug control system is the International Narcotics Control Board, whose main responsibility is to monitor compliance by governments with the international drug control treaties. *The second objective of the subprogramme is to furnish INCB the means to function properly in the execution of its responsibilities under the international drug control treaties and relevant resolutions by intergovernmental bodies.* This will be achieved by the provision of substantive and secretariat services, including organizational and administrative support, the identification and analysis of issues related to treaty compliance, the maintenance of a dialogue with governments on behalf of INCB, and the wide dissemination of the findings of INCB to decision makers and the general public.

7. To fulfil its role and responsibilities in international drug control, the United Nations system must act in a coherent manner. *The third objective of the subprogramme is to provide leadership for concerted international action for drug abuse control and to coordinate all United Nations drug control activities.* UNDCP will ensure coordination, complementarity and non-duplication of drug abuse control activities across the common system to strengthen the role and contributions of the United Nations as the main focus for international action. The periodic updating and implementation of the System-wide Action Plan are particularly useful in this respect.

8. As drug problems often transcend national borders, many needs and opportunities for multilateral cooperation exist at the subregional level. *The fourth objective of the subprogramme is to promote subregional cooperation in drug control among States.* The aim is to have in place, in selected subregions, cooperation arrangements which embody a common understanding of, and approach to, drug abuse control concerns shared by the countries concerned.

9. On the national level, drug control efforts by States can have greater impact if they are well-coordinated and problems are tackled in a balanced, systematic manner. *The fifth objective of the subprogramme is to assist States to develop national capacities in drug control planning and coordination.* UNDCP will promote the inclusion of drug control concerns into national development plans. The Programme will also assist countries to strengthen drug control planning and coordinating institutions and to elaborate comprehensive, multisectoral national drug control strategies.

10. In the long term, it is the level of awareness of the general public which will determine the success or failure of drug abuse control efforts. *The sixth objective of the subprogramme is to increase awareness of the problem of drug abuse and its consequences among decision and opinion makers and the general public.* This will be accomplished through advocacy, studies and publications on the issue, encouraging the involvement in drug control of civil society and non-governmental organizations, and the organization of high-profile thematic events.

Subprogramme 2: Control of licit supply of narcotic drugs, psychotropic substances and precursors

11. High quality data, information and knowledge are needed for governments to control the licit supply of narcotic drugs, psychotropic substances and precursors and to enable INCB to assist them in this endeavour. *The first objective of the subprogramme is to provide to INCB and governments useful and reliable data, information and knowledge on the nature, patterns and trends in the licit supply of and demand for narcotic drugs, psychotropic substances and their precursor chemicals.* This objective will be achieved through the further development of the data, information and knowledge base of UNDCP and the provision of assistance to governments to establish such databases at the national level. Trends will be monitored and analyzed and matters of importance brought to the attention of INCB and governments, individually or collectively, as required. The availability to governments of reliable information and knowledge will be instrumental in identifying and preventing diversion and elaborating effective policies and procedures at the national and international levels.

12. The international drug control conventions require States to put in place the necessary legal and administrative structures to enable them to exercise effective controls over the licit supply of narcotic drugs, psychotropic substances and precursors. *The second objective of the subprogramme is to assist governments to establish, maintain and strengthen national controls over the licit supply of narcotic drugs, psychotropic substances and precursors in a manner which prevents diversion to illicit channels while ensuring adequate availability for medical, scientific and other licit purposes.* UNDCP will collect and analyze information on national legislation, regulations, structures and other specific measures taken by governments to control licit supply. This information will enable INCB to monitor compliance by governments with the control measures required by the drug control conventions and those recommended by ECOSOC. It will also assist governments and the international community to identify improvements in national control regimes which may be needed. Governments will be advised on the requirements of the conventions and appropriate national control structures and mechanisms to prevent diversion and assistance will be provided to strengthen the capacity of the responsible national institutions.

13. The Secretary-General and INCB have delegated specific responsibilities to UNDCP in the management of the international control system for drugs and precursors used for licit purposes. *The third objective of the subprogramme is to manage the international system of control of narcotic drugs, psychotropic substances and their precursors used for licit purposes in a manner which prevents diversion to illicit channels while ensuring adequate availability for medical, scientific and other licit purposes.* UNDCP will support INCB in monitoring the production, manufacture, international trade, distribution and use of narcotic drugs, psychotropic substances and precursors; administering the system of estimates and assessments for national requirements of narcotic drugs and psychotropic substances; further developing the technical aspects of the control system; and assessing substances for possible control under the 1988 Convention. Working under the guidance of INCB, UNDCP and governments will ensure that narcotic drugs, psychotropic substances and precursors needed for medical, scientific and other licit purposes will continue to be available; diversion of narcotic drugs from international trade into the illicit traffic will continue to be minimal; and the level of diversion of psychotropic substances from international trade will decrease. In a number of countries, monitoring of, and controls over, precursors will be strengthened to the level required by the 1988 Convention.

Subprogramme 3: Prevention and reduction of drug abuse

14. The United Nations is in a position to ensure worldwide coverage and objectivity in gathering, analyzing and disseminating information on drug abuse and national responses to this problem. *The first objective of the subprogramme is to provide governments with information and analyses on the nature, patterns and trends in drug abuse, for use in formulating drug control policy on the international and national levels, and*

to ensure that the UNDCP programme of activities is based on timely and complete information and knowledge. Emphasis will be placed both on the establishment of networks with other sources of information and on the management and further development of the UNDCP data collection system and database. UNDCP will develop and promote the harmonization of data collection methodologies in order to improve quality and comparability of data, as well as promote and disseminate suitable methodologies for data collection. These efforts should result in a strengthened international drug abuse assessment system and the establishment of an international network of professionals to share information with each other - and with UNDCP for the benefit of the international community - on patterns and trends in drug abuse. Better international standards on drug abuse assessment will be identified and disseminated. UNDCP will promote and support research on the causes of drug abuse and its impact on individuals and societies and share the results with the international community.

15. The global perspective of UNDCP enables it to assess the effectiveness of approaches deemed to be successful in the application of basic principles of prevention, adapted to local conditions. *The second objective of the subprogramme is to identify effective demand reduction methodologies and programmes in different socio-economic and cultural contexts and make them known to Member States, international organizations and experts.* UNDCP will develop methods for the identification and dissemination of effective policies, strategies, techniques, programme modalities and resource materials on drug abuse prevention and for the treatment, rehabilitation and reintegration of former drug abusers.

16. Efforts to reduce the illicit demand for drugs must take place primarily at the national and local levels. Nevertheless, international support can be instrumental in enhancing the effectiveness of national efforts. *The third objective of the subprogramme is to increase the effectiveness of measures undertaken at the national level to prevent and reduce drug abuse.* Support will be given to Member States by such means as the provision of technical advice, expert meetings and technical cooperation projects addressing national, subregional and regional concerns. Priority will be given to the provision of technical advice and assistance on integrated prevention, treatment and rehabilitation programmes judged to be effective, particularly pilot and demonstration activities which could be adapted to different circumstances. Special attention will be devoted to the promotion and support of research on, and evaluation of the effectiveness of, demand reduction modalities and techniques and the use of partnerships with international, national and local organizations from the public and private sectors.

Subprogramme 4: Elimination of illicit crops

17. High-quality data, information and knowledge are needed to enable governments to reduce and eliminate illicit crops. *The first objective of the subprogramme is to provide to governments useful and reliable data, information and knowledge on the nature, patterns and trends in the cultivation of illicit crops.* This objective will be achieved through the further development of the data, information and knowledge base of UNDCP and the provision of assistance to governments to establish such data bases at the national level. Further advances in international coordination and standardization of the collection, storage and retrieval of information on the cultivation of illicit crops will take place. Patterns and trends will be monitored and analyzed and matters of importance brought to the attention of governments, individually or collectively, as required. Research on effective countermeasures will be promoted and supported by UNDCP and the results shared with the international community. The availability to governments of better information and knowledge will assist them in developing more effective countermeasures.

18. Although the governments of several countries where illicit crops are cultivated - particularly opium poppy and coca leaf - have demonstrated their determination to eliminate such crops through eradication and alternative development schemes, assistance from the international community is needed to tackle the problem more effectively. *The second objective of the subprogramme is to assist governments to establish or*

strengthen institutions concerned with the elimination of illicit crops, and to assist them to elaborate and implement national illicit crop reduction programmes. UNDCP will assist governments of the most affected countries to strengthen national institutions responsible for coordination of illicit crop reduction efforts; to elaborate integrated national drug control strategies and programmes to eliminate illicit crops, including capacity to conduct surveys of illicit crops, and to monitor and evaluate results; to integrate into national development activities programmes to reduce illicit supply; to marshal international support for government-led programmes to eradicate illicit crops, enlisting as necessary relevant partners including the international financial institutions and the private sector; to implement national programmes to eliminate illicit crops; and to establish networking and periodic exchange of information at the subregional level.

19. In elaborating programmes and projects to eliminate illicit crops, countries can benefit from access to information, technology and methodologies emanating from such programmes worldwide, including pilot projects which proved effective elsewhere. *The third objective of the subprogramme is to develop, collect and disseminate information on effective approaches and techniques to eliminate illicit crops.* An inventory of effective approaches and techniques to reduce and eliminate illicit cultivation will be compiled and made available to governments. Research on, and analysis of, approaches tailored to local conditions will be promoted and supported, particularly in respect of alternative development as a method to eliminate illicit crops. In this context, pilot and demonstration projects will be identified and implemented.

Subprogramme 5: Suppression of illicit drug trafficking

20. Governments need access to a broad range of information and knowledge on illicit trafficking to be able to elaborate appropriate drug control polices and strategies in order to accede to, and implement in full, the international drug control conventions, particularly the 1988 United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances. *The first objective of the subprogramme is to improve knowledge on the nature and patterns of, as well as trends in, the illicit trafficking of narcotic drugs, psychotropic substances and precursors, including the laundering of proceeds derived from illicit trafficking.* The information system of UNDCP will be further developed to ensure compatibility with, and to maximize access to, various sources of data and information on illicit trafficking. The Programme will promote international information standards in this field, and countries will be assisted to develop their own systems in accordance with those standards.

21. The success of international action against illicit trafficking depends largely on the ability of governments to formulate effective countermeasures at national, regional, and international levels, in particular those required to implement the provisions of the 1988 Convention. *The second objective of the subprogramme is to identify and develop effective strategies and methods for tackling illicit trafficking which are adapted to the needs of governments.* UNDCP will improve its collection of information on, and inventory of, existing countermeasures for trafficking problems, carry out research into specific aspects of trafficking, evaluate the success of existing programmes in order to refine and develop more effective countermeasures, and share this information with governments. UNDCP will also maintain and develop its information base on national drug control legislation and facilitate improved collaboration among governments in the legal field, in particular in cooperation to suppress illicit traffic by sea. Cooperation among governments and with UNDCP in this area will be further encouraged and improved.

22. Although governments bear primary responsibility for the suppression of illicit trafficking within their territories, national efforts can be more effective if appropriate assistance is provided by the international community. *The third objective of the subprogramme is to help governments to make more effective the countermeasures that they employ and the action they take to address their illicit trafficking problems, taking into account their available resources and capacities.* UNDCP will work to improve coordination, in certain subregions, of the bilateral and multilateral technical assistance provided to combat illicit trafficking of

narcotic drugs, psychotropic substances and their precursors. In countries where national capacities remain weak, UNDCP will provide governments with advice on, and assistance in, the development of effective countermeasures to suppress illicit trafficking. Special attention will be given to advocacy, advice and assistance to Member States in order to enhance their ability to: adopt and implement effectively national drug control legislation; prevent and detect trafficking in, and possible illicit manufacture of, precursor chemicals and the resulting illicit manufacture of, inter alia, psychotropic substances, heroin and cocaine; and detect and apprehend international drug traffickers through targeted and advanced drug law enforcement methods and techniques including anti-money laundering. The development of technical standards for drug analysis and pharmaceutical control laboratories will continue, and assistance will be provided to strengthen drug analysis and pharmaceutical control laboratories, integrating them into national and regional programmes against illicit drug trafficking, and information on scientific and technical aspects of substances of abuse and precursors will be provided. Collaboration will be improved among law enforcement training providers at the national and international levels.